

CITY OF ALAMEDA

Memorandum

To: Honorable Mayor and
Members of the City Council

From: John A. Russo
City Manager

Date: April 16, 2013

Re: Award Contract in the Amount of \$250,000 to Skidmore, Owings, and
Merrill, LLP (SOM) to Prepare the Town Center and Waterfront Precise
Plan for Alameda Point

BACKGROUND

The Metropolitan Transportation Commission (MTC) awarded a grant of \$200,000 to the City of Alameda to prepare the Town Center and Waterfront Precise Plan (Precise Plan) for a 125-acre area (Exhibit 1) at the former Naval Air Station Alameda (NAS Alameda), commonly known as Alameda Point. A copy of the MTC grant agreement is on file at the City Clerk's Office.

The City's NAS Alameda Community Reuse Plan (Reuse Plan) and General Plan envision a town center at Alameda Point with a mix of residential, commercial, and recreational uses within a convenient walk to the waterfront and to transit services. The Town Center and Waterfront Area will be the central hub of Alameda Point with a range of uses, including multi-family residential housing, recreational and visitor-serving uses, retail/commercial space, and maritime commercial and industrial uses within close proximity of transit.

In conjunction with the Precise Plan, the City is also preparing a revised Zoning Ordinance, a Master Infrastructure Plan, and an Environmental Impact Report to guide future development and adaptive reuse at Alameda Point. The Town Center and Waterfront area overlaps two of the six zoning sub-districts (i.e. Town Center and portion of the Maritime-Visitor Serving sub-districts) contained in the proposed revised Zoning Ordinance. The draft Zoning Ordinance requires that a detailed plan be developed before any new construction can occur in the Town Center sub-district, because of its importance as the cornerstone for all other sub-districts at Alameda Point.

The Precise Plan is the last step in creating the planning regulatory structure to allow new development and vitality to begin at this critically important location. The purpose of the Precise Plan is to adopt form-based, transit supportive standards and regulations for the arrangement of public and private streets, public open space and parks,

infrastructure, and associated private development consistent with the City's goals and expectations for a transit-oriented, waterfront, visitor-serving mixed-use community. The Precise Plan will also address the phasing of development within the Town Center and Waterfront Area, which must allow for interim uses, change and retention of uses in existing buildings, and integration of near-term projects with long-term goals. The Precise Plan will consider retention of some uses and adaptive reuse of building.

Effective community participation will be essential for the successful adoption and implementation of the Precise Plan, as well as the other planning approvals contemplated for Alameda Point in 2013. For this purpose, the City will follow a broad-based community engagement strategy for Alameda Point, which was approved by the Planning Board at its January 28, 2013 meeting (Exhibit 2). The Planning Board will be the primary City body, working in close collaboration with the MTC, to lead the planning effort, balance competing needs and priorities, and to make a final recommendation to the City Council for adoption of the Precise Plan. The Planning Board will be the primary venue for public hearings and public workshops on the draft Precise Plan. However, all relevant boards and commissions will be consulted at key milestones in the planning process and the broader community will also be engaged via traditional and non-traditional media, including social media.

DISCUSSION

The City issued a Request for Proposals (RFP) on January 29, 2013, to solicit proposals from a qualified team of consultants and firms consisting of professionals specializing in land use planning; urban design; park and open space planning; sustainable development; historic architecture, preservation, and adaptive reuse; and community outreach and consensus-building. The RFP was posted on the City of Alameda's website and mailed directly to over 160 relevant consulting firms.

Selection Process

The City received 12 proposals, which were reviewed by a selection committee that included staff from the Base Reuse and Community Development Departments. (All of the submitted proposals are on file with the City Clerk's Office.) The committee recommended interviewing four of the firms, based on criteria that considered the proposer's past experience, the quality and experience of the project manager, the team's understanding and proposed approach to the project, and the ability to deliver the proposed scope of work within budget and schedule. The four teams were interviewed by representatives from the Planning Board, Bladium (an existing tenant within the plan boundaries), West Alameda Business Association, the Alameda Point Collaborative, and staff from the Base Reuse and Community Development Departments.

The interview committee unanimously selected Skidmore, Owings, and Merrill LLP (SOM), a highly qualified team that provided a clearly defined and comprehensive proposal, focused on place making and strategic planning. The SOM team includes the landscape architectural firm Conger Moss Guillard (CMG), real estate consultant Town

Maker, Inc., adaptive reuse firm Kwan Henmi Architecture/Planning, and a historic guidelines advisor Page and Turnbull.

The SOM team has direct experience in the Bay Area in the design and transformation of underutilized, waterfront sites, and all the technical and public participation issues involved. Many of the team members have worked together on similar projects, most recently in the creation of the design, Specific Plan and Design Guidelines for the redevelopment of Treasure Island.

Prior to SOM, the Principal-in-Charge for this project worked on several large-scale revitalization projects for a developer, offering valuable experience and insight to the urban design and delivery process. In addition, he developed the Specific Plan for the redevelopment to the 83-acre Bay Meadows Racetrack, where he coordinated the design of 70+ buildings. The firm CGM was likewise involved with Bay Meadows, preparing the Streetscape and Open Space design guidelines. The guidelines created the network of pedestrian oriented streetscapes that connected public transit, residences, and mix use programming to open space destinations. CMG collaborated with the Golden Gate National Parks Conservancy to create the landscape plan for the Crissy Field Center, a dynamic visitor destination and hub for youth engagement at East Beach in San Francisco. CMG was also the parks and open space planner for the development of a reuse plan at Concord Naval Weapons Station.

Scope of Work

Specifically, SOM will perform the tasks summarized below and detailed in the proposed contract, a copy of which is on file at the City Clerk's office. SOM's work will be performed in four tasks.

Task 1: Review existing documents and hold a kick-off meeting. SOM will review previous Alameda Point planning and technical documents, followed by a project initiation meeting to discuss the documents, site constraints, concurrent planning efforts, and how they will inform subsequent tasks in the scope of work.

Task 2: Develop a conceptual framework for the Precise Plan. SOM will prepare a conceptual framework for sub-areas within the Town Center and Waterfront area to present and discuss with a Planning Board subcommittee, community and technical stakeholders.

Task 3: Prepare a public review draft of the Precise Plan. Based on the previous tasks, SOM will prepare a public review draft of the Precise Plan, which is envisioned as a "user-friendly," easy to understand document that is organized around graphics, tables, and charts. The public review draft will be broadly circulated and presented to the community, stakeholders, and City boards and commissions for public comment.

Task 4: Prepare the final Precise Plan. Based on comments received during the public engagement process, SOM will prepare a final draft of the Precise Plan for administrative review and Planning Board recommendation to City Council for adoption.

Next Steps

If the contract is approved, staff will meet with SOM and MTC representatives in late April to initiate the contract and to review project tasks and timeline. City staff will also work with the Planning Board to appoint a subcommittee to oversee the planning process.

FINANCIAL IMPACT

The total budget for the Precise Plan is \$250,000. Under the MTC grant requirements, the MTC grant provides 80 percent of the funds (\$200,000); the City as the grant applicant provides a match of 20 percent (\$50,000). The City has allocated its portion through the Base Reuse Department's Lease Revenue Funds (Fund 858). The MTC grant funds will be used solely for the SOM contract amount of \$250,000. There is no financial impact to the City's General Fund.

ENVIRONMENTAL REVIEW

This action is exempt from the California Environmental Quality Act (CEQA) under Section 15262 of the CEQA Guidelines (Feasibility and Planning Studies). The City is currently preparing an Environmental Impact Report that will, among other things, study the Town Center and Waterfront Precise Plan.

MUNICIPAL CODE/POLICY DOCUMENT CROSS REFERENCE

Naval Air Station Alameda Point Community Reuse Plan (1996), includes the following goals:

- Achieve a balanced mix of land uses, creating a vibrant and diverse new neighborhood in Alameda (Goal A1)
- Achieve job creation and economic development to provide the employment and economic benefits historically associated with NAS Alameda (Goal B1)
- Achieve human-scale, transit oriented development (Goal D2)
- Optimize use of transit and other alternative modes of transportation to reduce vehicular traffic and dependence on the automobile (Goal I2)

Alameda Point General Plan Amendment:

The Civic Core is envisioned with a major emphasis on public serving and civic uses, business park, office, civic, residential, public/institutional, parks and public open space, commercial, and other supporting uses are allowed within the district. (Land Use AP1)

Marine-related industry, office, commercial, residential, recreation, and supporting retail are allowable uses within the district. Uses should be structured to promote waterfront activity and vitality along the open space spine located along the Bay. (Land Use AP3)

Economic Development Strategic Plan (revised in 2008):

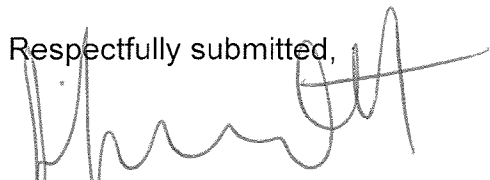
Strategy #1 Create Industrial and Office Jobs, contains the initiative to "Develop the non-residential space at Alameda Point to allow for long-term flexibility and a mix of commercial uses, such as office, R&D, service-commercial, maritime, industrial, and warehouse uses. Promote green building and sustainability efforts at Alameda Point."

Strategy #2 Increase the Availability and Quality of Retail Goods and Services, contains the initiative to "Develop a pedestrian-oriented town center at Alameda Point with community retail shops and services . . . Create links to transit, ferry service, and transportation nodes."

RECOMMENDATION

Award contract in the amount of \$250,000 to Skidmore, Owings, and Merrill, LLP to prepare the Town Center and Waterfront Precise Plan for Alameda Point.

Respectfully submitted,



Jennifer Ott
Chief Operating Officer — Alameda Point

By,



Andrew Thomas
City Planner

Financial Impact section reviewed,



Fred Marsh
Controller

Honorable Mayor and
Members of the City Council

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A handwritten signature in black ink, appearing to read "Eric Fonstein". The signature is fluid and cursive, with the first name "Eric" and last name "Fonstein" clearly distinguishable.

By: Eric Fonstein
Development Manager

Exhibits

1. Map of Town Center and Waterfront Area
2. Alameda Point Community Engagement Strategy
3. Consultant Agreement



Exhibit 1

Alameda Point Community Engagement Strategy for Town Center and Waterfront Plan and Other Planning Approvals

Widespread and meaningful community participation will be essential for the successful adoption and implementation of the Town Center and Waterfront Precise Plan (Precise Plan), as well as the other planning approvals contemplated for Alameda Point in 2013 (i.e., Zoning Amendment, Master Infrastructure Plan (MIP), and Environmental Impact Report (EIR)) (Other Approvals). The City of Alameda will need to engage the community throughout the planning process in order to develop plans that address the needs and interests of the community and results in the successful adoption of the Precise Plan and the Other Approvals.

The community engagement strategy (Strategy) outlined below will help to garner public support for the Precise Plan and Other Approvals throughout the public hearing process, culminating with the final Precise Plan and Other Approvals, being formally adopted by the City Council in December 2013. The objectives of the Strategy are to:

1. Solicit involvement and critical assessment from technical advisors and community stakeholders to improve drafts of the Precise Plan and Other Approvals.
2. Educate Alameda businesses and residents about the Precise Plan, future Town Center and Waterfront area, and Other Approvals.
3. Build public support for the adoption of the final Precise Plan and Other Approvals.

The Strategy will have three distinct components: 1) technical review and stakeholder involvement, 2) broad-based community outreach, and 3) formal City proceedings and public hearings.

1. Community and Technical Stakeholder Involvement

The Consultant Team will regularly discuss the progress of the Precise Plan and Other Approvals with the City's Development Review Team (DRT), which currently meets biweekly. DRT is comprised of a team of internal technical advisors, including representatives from the Base Reuse Department, Alameda Municipal Power, Public Works Department, Community Development Department, Alameda Housing Authority, Police Department, and Fire Department. The City will also invite the grant manager from the Association of Bay Area Governments (ABAG) to the DRT meetings when discussing the Precise Plan.

The City and Consultant Teams will also closely coordinate and consult with members of relevant community and regional organizations through a formal interview process once the Public Review Draft of the Precise Plan is released and then through an ongoing informal consultation process as the Precise Plan is further revised. Ongoing stakeholder interviews will also be used to solicit feedback on the Other Approvals as

well. These community and technical stakeholders, representing a diverse range of affiliations and expertise, will include:

Transportation

Water Emergency Transportation Authority (WETA)
Alameda County (AC) Transit
Metropolitan Transportation Commission (MTC)
ABAG/Bay Trail
Bike Alameda
Pedestrian Friendly Alameda
Alameda Transit Advocates

Affordable Housing

Alameda Housing Authority
Alameda Point Collaborative
Housing Opportunities Makes Economic Sense (H.O.M.E.S.)
Renewed Hope

Economic and Community Development

West Alameda Business Association
Commercial and residential development professionals
Alameda Point commercial tenants, including the USS Hornet and the Alameda Air Museum
Neighborhood groups, including the Bayport Homeowners Association
Commercial and residential brokers and developers, including SRM Associates
City of Alameda Chamber of Commerce
Greater Alameda Business Association
Park Street Business Association
San Francisco Bay Area and Vicinity Port Maritime Council
Maritime Administration (MARAD)
Alameda Unified School District
College of Alameda
Golden Gate Audubon Society

Conservation, Preservation, and Environmental Protection

Alameda Architectural Preservation Society
Bay Conservation and Development Commission
Alameda Point Restoration Advisory Board (RAB)
East Bay Regional Park District (EBRPD)

2. Broad-Based Community Outreach

A. *The City's Alameda Point website and social media.* The City's website and Facebook page will act as a clearinghouse of information, including an email feedback system for questions and a phone number to call for more information. The website and Facebook will contain the following information:

- Calendar of events—providing information on public hearings and the review and approval process, including a chart of planning and entitlement activities and a preliminary schedule of planning initiatives (see attachments)

- Precise Plan and Other Approval documents—containing draft Precise Plans, and drafts of the Other Approvals, presentations, staff reports, written public comments given at public hearings, and other public documents relevant to the project.
- Internet outreach approach—attracting community input from the broader community on the review and comment of drafts of the Precise Plan and drafts of the Other Approvals as well.
- On-line subscription registration for project-related e-mail blasts and e-newsletters.
- Document Archives—previous planning and technical documents.
- FAQ—answering common public questions.
- Links—providing web links to other relevant websites, including on-line surveys.

B. Community Presentations. The City regularly attends monthly mixers, luncheons, and dinners of many local organizations. City representatives will deliver presentations to board of directors and memberships of community based organizations, business organizations, and major stakeholders, as well as community events, such as the farmer's market and Webster Street Jam. This approach proved effective in garnering widespread community support for and participation in bringing the Second Campus of the Lawrence Berkeley National Lab to Alameda.

C. Email Blasts. The City maintains an email list of community and technical stakeholders and other members of the public interested in Alameda Point. City staff will continue to supplement the list throughout the planning process. City staff will send email blasts to the list, as important milestones in the planning process approach. The email blasts will include notices and links for on-line community surveys (e.g. Survey Monkey) regarding the projects.

D. Editorial Board Briefings. City staff will periodically meet with the editorial boards and reporters of the major local print and electronic newspapers to brief them on the status of the project and important public hearings as they are scheduled. City staff will also draft news releases and op-ed articles on timely issues related to the project. The news publications include: The Alameda Journal, The Alameda Sun, The Patch, and The Alamedan.

3. Public Hearings

The Planning Board will be the primary City body leading the planning effort, balancing competing needs and priorities, and making final recommendations to the City Council for Precise Plan and Other Approvals adoption. The Planning Board will be the primary venue for public hearings and public workshops on the draft Precise Plan and Zoning Amendment. City staff and the Consultant Team will also consult with other boards and commissions including: the Economic Development Commission, Historical Advisory Board, Recreation and Park Commission, and Transportation Commission, Commission on Disability Issues, and the Youth Advisory Commission and will inform the Planning Board of their recommendations. City staff will collaborate with a three-member Planning Board subcommittee to ensure coordination and concurrence throughout the development of major documents.

Alameda's public hearings are telecasted live on the local community access channel and through the City's webcast system. Videos of the proceedings are archived on the City's website. As mentioned above, the project team will consolidate all staff reports and public documents related to the project on its Alameda Point website. Important public hearings (such as those with action items) will be prominently noticed in the local newspapers.

PRELIMINARY SCHEDULE FOR 2013

ALAMEDA POINT PLANNING INITIATIVES

(All dates are subject to change to respond to Planning Board and/or community Requests.)

January 2013

PLANNING BOARD

- Hold EIR Scoping Session and Presentation of Alameda Point Project
 - Vision Statement
 - Draft Zoning Ordinance Amendment
 - Table of Contents for Master Infrastructure Plan (MIP)
 - Table of Contents for Town Center and Waterfront Precise Plan (Precise Plan)
- Designate Alameda Point Sub-Committee
- Approve Community Engagement Strategy

February 2013

- Ongoing Coordination with Planning Board Sub-Committee

PLANNING BOARD

- Study Session
 - Vision Statement
 - Zoning Ordinance Amendment
 - Street Network for MIP and Precise Plan

March 2013

- Ongoing Coordination with Planning Board Sub-Committee

April 2013

- Ongoing Coordination with Planning Board Sub-Committee

PLANNING BOARD

- Study Session
 - Draft Master Infrastructure Plan
 - Draft Zoning Ordinance Amendment

CITY COUNCIL

- Presentation (no action)
 - Draft Master Infrastructure Plan
 - Draft Zoning Ordinance Amendment

May 2013

- Ongoing Coordination with Planning Board Sub-Committee

PLANNING BOARD

- Study Session:
 - Town Center Precise Plan – Street and Building Framework
 - Review City Council comments on Zoning and Infrastructure Plans

June 2013

- Ongoing Coordination with Planning Board Sub-Committee

PLANNING BOARD

- Study Session on Draft Town Center Plan

July 2013

- Release of Draft EIR for 45 day public review
- Ongoing Coordination with Planning Board Sub-Committee

PLANNING BOARD

- Public Hearing on Draft EIR
- Study Session
 - Draft Precise Plan
 - Zoning Ordinance Amendment
 - Any Associated General Plan Amendments

August 2013

- Ongoing Coordination with Planning Board Sub-Committee

September 2013

- Ongoing Coordination with Planning Board Sub-Committee

PLANNING BOARD

- Public Hearing
 - Zoning Ordinance Amendment
 - Town Center Plan
 - General Plan Amendments
 - Master Infrastructure Plan

October 2013

- Ongoing Coordination with Planning Board Sub-Committee

November 2013

PLANNING BOARD

- Recommend Approval of Zoning Ordinance and General Plan Amendments
- Recommend Approval of MIP
- Recommend Approval of Precise Plan
- Recommend Certification of Draft EIR

December 2013

CITY COUNCIL

- Certify Final EIR
- Approve Zoning Ordinance and General Plan Amendments
- Approve MIP
- Approve Precise Plan